

THE EASTERN MIDLOTHIAN PLAN

**Adopted By The Chesterfield County
Board of Supervisors
April 22, 1998**

**Prepared By The Chesterfield County
Planning Department
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Citizens of Chesterfield County

Special thanks to Officer J.T. Verlander,
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EXECUTIVE SUMMARY

A strategically located gateway and principal business corridor, the Eastern Midlothian area is of critical importance to Chesterfield County. Complex in character, offering opportunities to work, live and play, the Eastern Midlothian area is a steady performer with room to grow. Established neighborhoods and businesses, combined with

vacant land ready for new development, provide the foundation for the Eastern Midlothian area's continued strength in region.

Important Issues addressed in the Eastern Midlothian planning effort include:

- C Recognizing the strategic regional location and importance of the Eastern Midlothian corridor to the economy of Chesterfield County.
- C Acknowledging the importance of close private/public cooperation in implementing this plan.
- C Identifying business activities that will continue to be successful in a changing marketplace.
- C Focusing on the potential for aesthetic enhancements and access improvements along the corridor.
- C Recognizing that healthy neighborhoods are the foundation for a viable, strong community and critical to the success of the Eastern Midlothian business corridor.

Key Findings include:

- C **Property Values:** The Eastern Midlothian business corridor accounts for nine percent of Chesterfield County's commercial property tax base. Total property tax assessments for the Eastern Midlothian business corridor have decreased over 3.5 percent since 1990.
- C **Economic Trends:** The future of the Eastern Midlothian area is more closely tied to private investment and market forces than to the actions of government. Therefore, the role that private citizens, businesses and property owners play in this plan is absolutely critical to its success.
- C **Potential For Change:** The corridor has great potential for increased development of employment center uses, such as light industrial and offices, as well as a stable market for many retail uses.
- C **New Development:** There is a sizable amount of vacant land in the area that could be used for new development, both in the business corridor and in adjacent residential areas.
- C **County Initiatives:** While Chesterfield County regulations and other commitments should be used to complement major private/public sector improvement efforts, the County should not be seen as the principal provider of solutions to the challenges facing the Eastern Midlothian area.
- C **Community Concerns:** Residents of the area have concerns regarding code enforcement, property values, and the impact of the business district on their communities.

Major Recommendations of the plan:

- C Provide a balance of land uses in the Eastern Midlothian area to **promote healthy neighborhoods and employment growth**.
- C Promote land use supportive of **employment centers and retail businesses** in the business corridor.
- C Develop a proactive business strategy creating the **Eastern Midlothian Business Alliance**, working to maximize private investment and enhance the tax base of the business corridor. The Alliance should employ a high level **development professional** who focuses on business retention and recruitment.
- C Establish the **Community Initiative**, a program devoted to building stronger neighborhoods, encouraging residents and businesses to work together.
- C Improve the **aesthetic quality and design** of the Eastern Midlothian corridor.
- C Suggest **zoning** adjustments consistent with the proposed land use plan.
- C Continue the County's successful **community policing program** in the Eastern Midlothian corridor.

INTRODUCTION

With its central location, a transportation network offering excellent access, a well established business corridor and stable neighborhoods providing a variety of housing choices, the Eastern Midlothian area is a nice community in which to live, do business, work, and shop. The pursuit of these activities makes for a diverse environment that enhances the fabric of life in Chesterfield County, while contributing significantly to the County's tax base.

Because the Eastern Midlothian area is home to a variety of uses, including Cloverleaf Mall, Beaufont Mall, many car dealerships, the headquarters of the State Police and the Virginian Retirement Center, it appears to be mostly developed. However, a substantial amount of vacant land offers opportunities for future growth.

Challenges do exist. Much of the business development along the corridor has occurred in an erratic fashion. In some instances, the Eastern Midlothian area's development pattern has resulted in incompatibility between land uses. Many older and smaller businesses along the corridor find themselves competing with new market forces in other parts of Chesterfield County. Also, few neighborhoods reap the benefits of having established neighborhood organizations to open the lines of communication.

Everything considered, with effective planning and organization, the Eastern Midlothian area has the potential to accomplish much for itself as a community and for the County as a whole. The purpose of this plan is to recommend a series of positive steps to ensure that the Eastern Midlothian area remains a vital and viable community for many years to come.

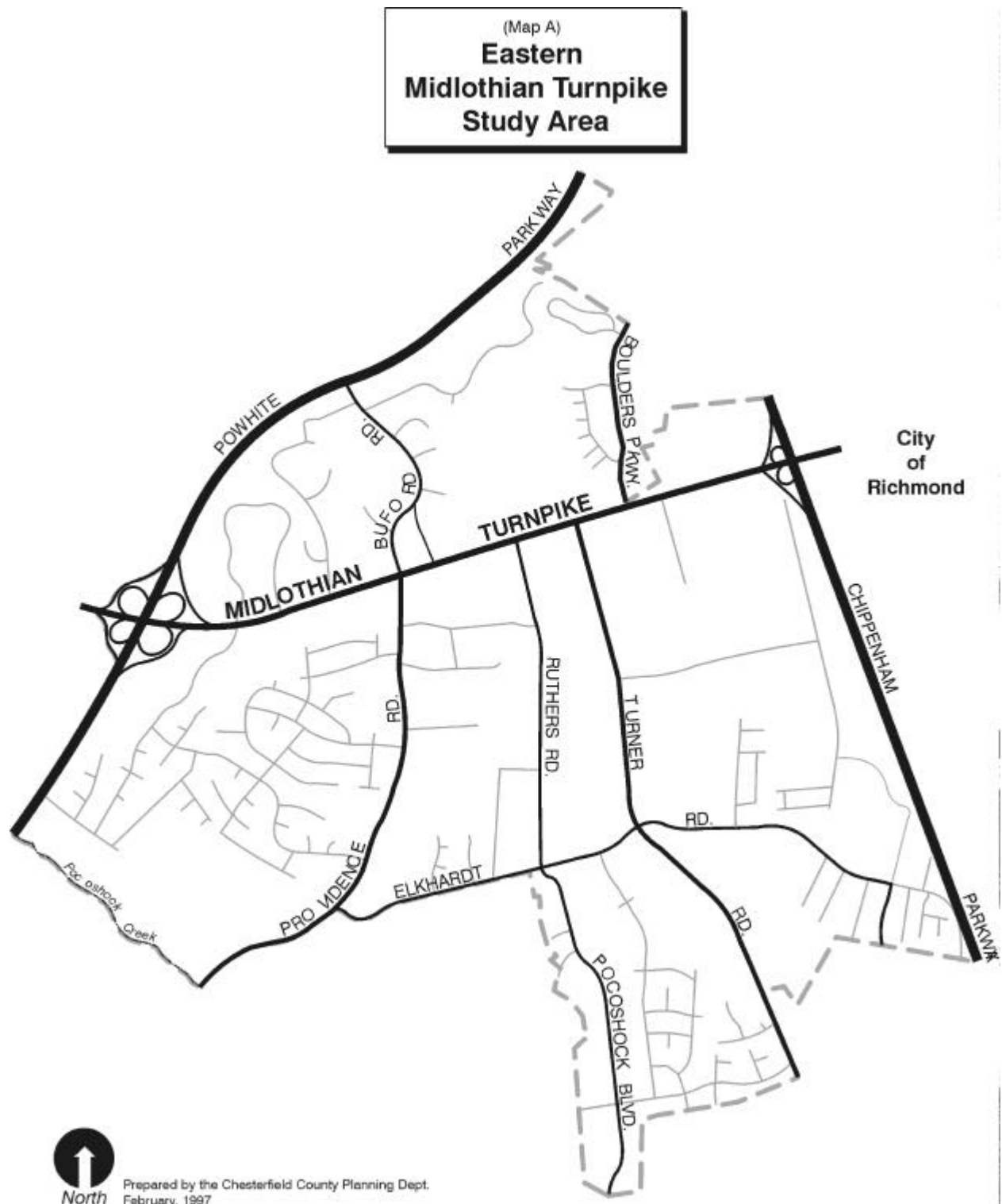
How This Plan Works

The *Eastern Midlothian Plan* should be used as a general guide for decisions, both public and private, affecting the future of the Eastern Midlothian area. In Chesterfield County, plans for physical growth are adopted by the Board of Supervisors and become part of *The Plan For Chesterfield*, the County's comprehensive plan. Once recommended by the Planning Commission and adopted by the Board of Supervisors, the *Eastern Midlothian Plan* will replace part of the original *Northern Area Plan*, approved in 1986, and part of the *Turner Road Corridor Land Use and Transportation Plan*, approved in 1984.

A Plan For Action

The following major components are found in the *Eastern Midlothian Plan*:

- C **Existing Conditions and Critical Issues:** This information forms the factual basis for the goals, recommendations and implementation strategies found in the plan.
- C **Goals:** These are general statements about what is desirable for the future - what the plan attempts to accomplish.
- C **Recommendations:** These are statements on ways to reach goals, and what general actions should be taken to achieve them.
- C **The Land Use Plan:** This plan will be used as a general guide for future land use decisions.
- C **Community Initiative:** More detailed than recommendations, the Community Initiative contains specific steps to carry out a strategy for the Eastern Midlothian community.
- C **Business Development Strategy:** The Business Strategy provides a plan of action for future business development in the Eastern Midlothian Business District.



THE CITIZEN PARTICIPATION PROCESS

The Importance of Citizen Participation

How can we make informed choices about our future, recognizing that the decisions we make now will affect the kind of community we become in the years ahead? The mission of this plan is to position the Eastern Midlothian Area to take advantage of opportunities for the future, overcome challenges, and act on, rather than merely react to, the inevitable economic, social, and physical changes ahead. The plan proposes those actions that will have the greatest positive impact on the future of the Eastern Midlothian Area. Offering a means for making informed public choices, the plan will serve as a guide for officials making planning and policy decisions.

Public Involvement

Recognizing the increased expectations and need for citizen involvement in the planning process, numerous meetings involving both residents and business representatives were held in the Eastern Midlothian Area. Over forty public meetings open to all citizens were sponsored by the Planning Department. The citizen participation process provided an opportunity for Planning Department staff to listen to citizens talk about what they love, as well as what concerns them most, about their community and its future. The process encouraged citizens to discuss their basic values and viewpoints with staff and with each other.

The citizen participation process advanced the idea of the formation of a business group for the Eastern Midlothian area. In the spring of 1996, a group of business people organized the Gateway Business Association for the purpose of promoting and improving the vitality of the business environment for the area. The following mission statement was adopted by the Gateway Business Association:

"The Gateway Business Association, dedicated to working in partnership with the community, endeavors to preserve and enhance the quality of life for businesses and residents of the area. To this end, Gateway Business Association will work to improve business opportunities for new and existing businesses, develop and maintain a healthy business environment and will assist in attracting desirable development to the area. The association will undertake activities to promote the area as customer and employee friendly to help ensure the long-term economic vitality of the business district."

The *Eastern Midlothian Plan's* successful implementation will be a joint effort by the community and the County. Dedicated residents and business leaders will make the difference in the effort to maintain the quality of life in the Eastern Midlothian area.

EXISTING CONDITIONS AND IMPORTANT ISSUES

The Chesterfield County Planning Department staff gathered extensive information about the Eastern Midlothian area. This includes demographic statistics, data on environmental and other land features, and design information. Further, important information was gathered from residents and business owners through an inclusive citizen participation process. Key findings from this research include:

- C Large amounts of vacant or underutilized land in the study area.
- C Concerns about transportation issues along Midlothian Turnpike.
- C 29% of the area's housing is apartments, compared to 12% for the rest of the County.
- C A large, stable market area for the Eastern Midlothian area.

Demographic and Economic Change

The following information comes mainly from three sources: 1) the 1990 US Census, 2) more recent data compiled by Chesterfield County Planning Department staff on population and housing, and 3) market analysis data provided by a private consultant hired by the County (see Market Trends section). While 1990 Census data is now almost eight years old, it is still the only source of detailed demographic information for sub-areas of the County. The highlighted information below is further detailed in Table 1.

- C **Population:** The 1990 population of the study area was approximately 10,438. This represents about four percent of the County's 1990 total population of 209,274. According to County data, there was only a 1.5 percent increase in the Eastern Midlothian area's population from 1990 to 1995, compared to a 12 percent rate of growth for the whole County.
- C **Age Groups:** The 1990 Census showed that the Eastern Midlothian area had a lower percentage (28 percent) of people under the age of twenty than the whole County (33 percent). However, the area had a larger proportion (19 percent) of people aged 20-29 than the rest of the County (14 percent).

C Income: The estimated 1990 median household income for the Eastern Midlothian area was \$37,209, compared to a County median of \$43,604 in 1990.

TABLE 1
DEMOGRAPHICS OF THE EASTERN
MIDLOTHIAN STUDY AREA

DEMOGRAPHIC INFORMATION	CHESTERFIELD COUNTY	EASTERN MIDLOTHIAN AREA
Population	209,274	8262
Median Income	\$43,604	\$37,209
Percentage of Home Ownership	79%	62%
Number of Housing Units	77,329	3,690
Median Home Values	\$87,200	\$73,069

Source: 1990 Census

Note: Boundaries for the Eastern Midlothian Study area are not exact. Numbers are estimates based on Census data.

C Home ownership: While 62 percent of the occupied housing units in the Eastern Midlothian area were owner occupied according to the 1990 Census, 38 percent were renter occupied, compared to 21 percent renter occupancy County-wide.

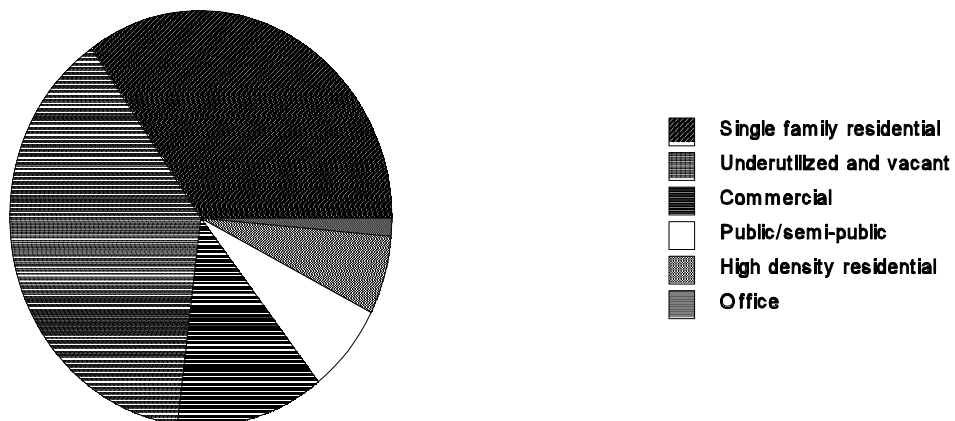
C Tax Base: Total property assessments in the Eastern Midlothian corridor for 1995 were \$203,535,500. This represents nine percent of the County's total taxable commercial assessments, making the vitality of the Eastern Midlothian corridor an important component of the County's tax base. This issue is of special concern since the total assessments for the corridor have decreased over 3.5 percent since 1990.

Land Use

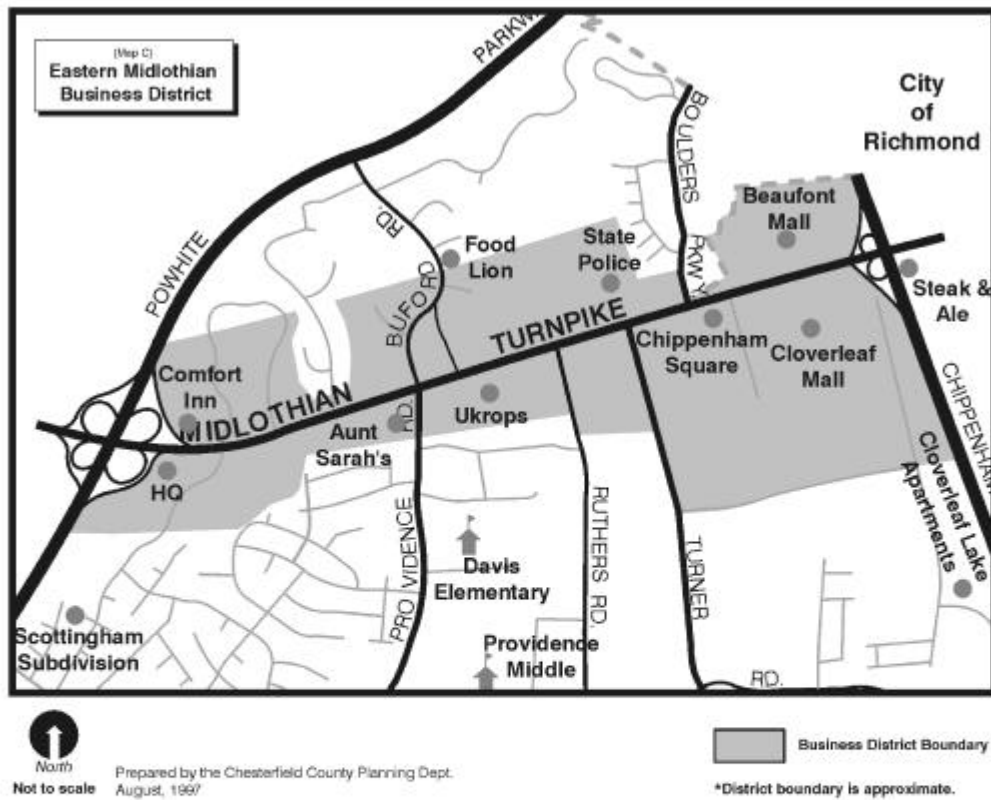
The Eastern Midlothian area is diverse, comprised of retail, office, a wide variety of housing options, and public space such as schools (see map B). The Eastern Midlothian business corridor encompasses approximately 680 acres of land along two miles of Midlothian Turnpike, between two limited access highways, Powhite Parkway and Chippenham Parkway (see map C). This vital commercial corridor contains Cloverleaf and Beaufont Malls and the Gateway Centre office park, drawing from a market area with a radius of more than eight miles. The remainder of the Eastern Midlothian study area totals approximately 1600 acres.

C Land Availability: Although the business corridor appears to be fully developed, there is still a sizable amount of vacant or underutilized acreage; approximately 180 acres, or 26 percent of all the area's land, a mix of large and small parcels. In the whole study area there is about 800 acres of vacant land, or 35 percent of the total acreage, mostly in agriculturally zoned acreages.

Chart 1
Existing Land Use



Source: Chesterfield County Planning Dept. Land Use Survey, 1995



- C Land Assembly:** While there is significant land for development in the Eastern Midlothian area, much of it is held in fragmented parcels with separate ownership. In order to develop these parcels to their highest and best use, it may be necessary to assemble these for development by one owner or group.
- C Major Uses:** Cloverleaf Mall, Beaufont Mall, and other shopping centers located on Midlothian Turnpike impact the study area by bringing jobs, and shoppers.
- C Variety:** The development of the Eastern Midlothian area over many years has resulted in a variety of land uses, including rural, residential, commercial, office and public space. This variety creates convenience for many who are able to work, shop and live in the area; but it also results in conflict between land uses.
- C Conflicting Land Uses:** Conflicting land uses occur where land uses of considerably different intensities abut one another with little or no transition. Eastern Midlothian has several areas where residents and business owners have expressed concern relating to nearby land uses.
- C Existing Zoning:** Currently, the zoning of many parcels along Midlothian Turnpike allows very intense uses, such as major automotive repair, truck terminals, or auction sales. Presently, most of these parcels are not used for the greatest intensity permitted by the underlying zoning. However, under current regulations, these parcels could be redeveloped for a more intensive use, which could exacerbate the problems with conflicting land uses. In November, 1996, Planning Department staff, working with businesses, property owners and citizens, started a review of possible changes to permitted uses allowed in the C-5 zoning classification in the Eastern Midlothian Corridor.

Transportation

Within this study area, Midlothian Turnpike (Route 60) is a six to eight lane major arterial road. Midlothian Turnpike connects two limited access facilities, Chippenham Parkway to the east and Powhite Parkway to the west, playing an important role in carrying traffic through Chesterfield County and all parts of the region. Both of these facilities are currently four lanes wide. Other major arterials and collectors which are a part of the transportation network for this area include: Boulders Parkway, Turner Road, Providence Road, Buford Road, Ruthers Road, Pocoshock Boulevard, Elkhardt Road and Tacony Drive.

TABLE 2
TRAFFIC VOLUMES IN THE EASTERN
MIDLOTHIAN STUDY AREA

Roadway	1995/1996 Average Daily Traffic Volume
Midlothian Turnpike	53,400
Chippenham Parkway	56,500-62,400
Powhite Parkway	27,200-39,400
Boulders Parkway	10,500
Turner Road	10,900-14,600
Providence Road	9,500-10,900
Buford Road	8,500
Pocoshock Blvd	3,200-4,300
Elkhardt Road	2,200-7,600
Tacony Drive	4,800

Source: Chesterfield County Transportation Department

Along this two mile corridor of Midlothian Turnpike, there are nine traffic signals at the following intersections: Cloverleaf Mall/Beaufont Mall (2), Boulders Parkway, Turner Road, Ruthers Road, Buford Road, Providence Road, Gateway Centre Parkway and Wadsworth Drive.

In order to improve its capacity, the Virginia Department of Transportation (VDOT) Six Year Construction Program includes the widening of Chippenham Parkway to eight lanes from the Powhite Parkway interchange to the Route 60 interchange, and six lanes from the Route 60 interchange to the Route 1/301 interchange. The cost of this improvement is estimated at approximately \$34,000,000. This project is scheduled to begin construction in 1997.

The following general information pertains to the Eastern Midlothian area relative to transportation:

- C Roadway Network:** Regional access is provided via Powhite Parkway, Chippenham Parkway, and Midlothian Turnpike. These roadways are supported by a limited network of other major arterials and collectors.
- C Access along Midlothian Turnpike:** Previous development provided individual businesses with direct access(es) to Midlothian Turnpike.

- C **Public Transportation:** Bus service has been extended along Midlothian Turnpike to the eastern portion of the corridor with stops at Cloverleaf Mall and Beaufont Mall.
- C **Pedestrian Access:** The current lack of sidewalks and other factors has discouraged pedestrian travel throughout the study area.
- C **Traffic flow:** The section of Midlothian Turnpike between Powhite Parkway and Chippenham Parkway carries the highest volume of traffic of any roadway in the County (excluding freeways). It is currently operating at capacity. The number of signalized intersections, curb cuts, and cross-overs, while facilitating traffic movements into and out of adjoining land uses, limits the ability of the corridor to accommodate through traffic.

Appearance and Aesthetics

An urban design inventory conducted by the County, along with comments from business people and citizens, revealed many concerns about the appearance of the Midlothian Turnpike corridor. Because the corridor mainly developed in the 1970s and early 1980s, most of the area was built under older, less stringent regulations than are in place today. Currently, the corridor is designated a "post development area" by the County Zoning Ordinance. Post development area regulations provide flexible design criteria in established commercial areas. They promote renovation and improvement of commercial areas, improve compatibility with adjacent residential uses, and maintain the long-term function and adequacy of the arterial road system.

- C **Landscaping:** Since many developments in the Eastern Midlothian area were built under older standards, they have little landscaping. Unfortunately, much of the landscaping that exists is poor in quality, compared to newer developments.
- C **Signage:** Many older commercial signs on Midlothian Turnpike are large in scale and numerous compared to what is allowed under current standards. The large number of signs contributes to the visual discord of the corridor. In addition, billboards on the corridor tend to dwarf buildings and landscaping. The County adopted new sign regulations in 1994, but signs existing at that time are grandfathered and are allowed to remain as long as they are maintained and substantially unchanged.
- C **Obstructed Sightlines:** The development pattern on Midlothian Turnpike has resulted in sightlines obstructed by signs, electrical posts and lights.

- C **Architectural Styles:** Buildings on the Midlothian Turnpike corridor are a mix of architectural materials and styles. Generally, these styles are incongruent and reduce the cohesiveness of the corridor.

Environment

Environmental features in the Eastern Midlothian area influence the placement and scale of development.

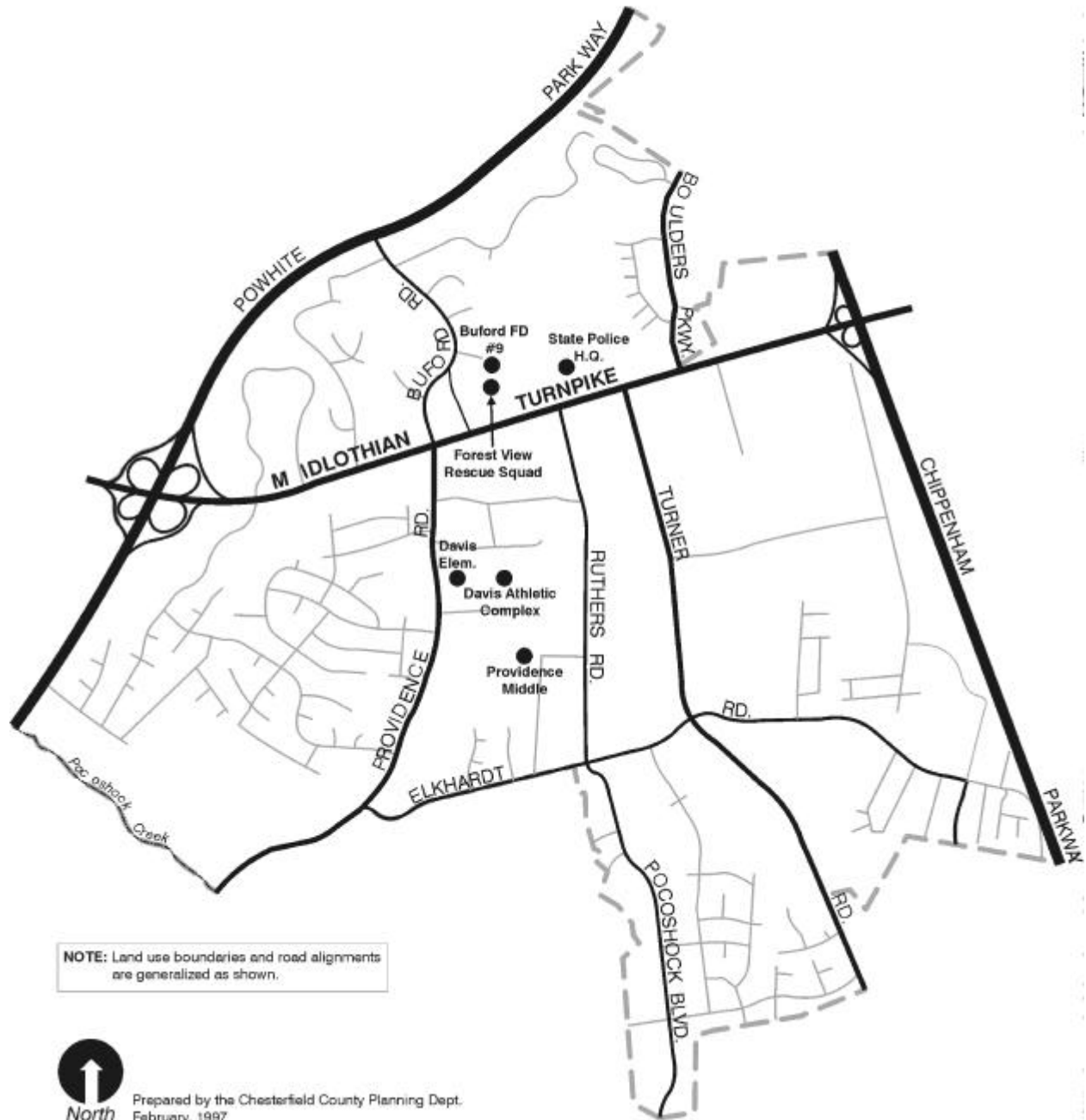
- C **Significant Features:** Steep slopes and erodible soils are concentrated in a few locations in the Eastern Midlothian area.
- C **Regulation:** All development in the County is regulated under the Commonwealth of Virginia's Chesapeake Bay Act, and must meet the act's environmental standards. Having only a few creeks and streams, most of the Eastern Midlothian area is regulated under the act's less stringent Resource Management Areas rules, or may be able to "opt out" of the Bay Act completely.
- C **Development:** Many developments in the County complement their surrounding environmental features. The Boulders, a mixed use office and high density residential development just north of the study area, is surrounded by very steep slopes and erodible soils. However, the superior design of the project, in accord with nature, uses these environmental characteristics to add to its attractiveness and marketability.

Community Facilities and Services

The following County public facilities are located in the Eastern Midlothian area: one fire station and rescue squad; two schools; and park facilities. In addition, the Virginia State Police Headquarters is located on Midlothian Turnpike. The study area has limited access to park and library facilities. Map D identifies these existing public facilities located in the study area.

- C **Public Utilities:** The study area is well served by public water and sewer, offering economic development, as well as residential development opportunities for the area.
- C **Law Enforcement:** The crime rate and type in the study area are comparable to other areas throughout the County. The primary criminal activities effecting the residents of this area are related to property type crimes such as residential burglaries, larcenies from autos and auto theft. Many citizens have expressed concern for personal safety and property security in the area.

(Map D)
Existing Public Facilities
within the
Eastern Midlothian Area



This overall perception and continued community concern about crime led to the Police Department's 1996 initiation of a community policing program for the businesses located along the Eastern Midlothian Business Corridor. A comparison of crime rates for the years 1995 and 1996 has shown a 20.5 percent decrease in the crime rate in this area. This decrease is especially significant in light of the fact that the County had a three percent increase in its overall crime rate for this same time period. The Police Department has also started a Crime Prevention Through Environmental Design (CPTED) program that promotes safe and secure site design principles for development. The CPTED program is available to citizens and businesses for information, education and design critiques to help establish a safe and secure community.

- C **Parks:** There is only one park in the area, a sports facility associated with A.M. Davis Elementary School.
- C **Libraries:** LaPrade Library, the closest to the study area, is substantially over capacity and has one of the fastest growing service areas in the County. This library will be replaced in the next few years by a larger, new LaPrade Library that will better serve the community.

Housing and Communities

There are a wide variety of housing opportunities available in the Eastern Midlothian area, including single family homes, apartments, townhouses and mobile home parks (see Table 3).

TABLE 3
NUMBER AND TYPE OF HOUSING UNITS IN
EASTERN MIDLOTHIAN

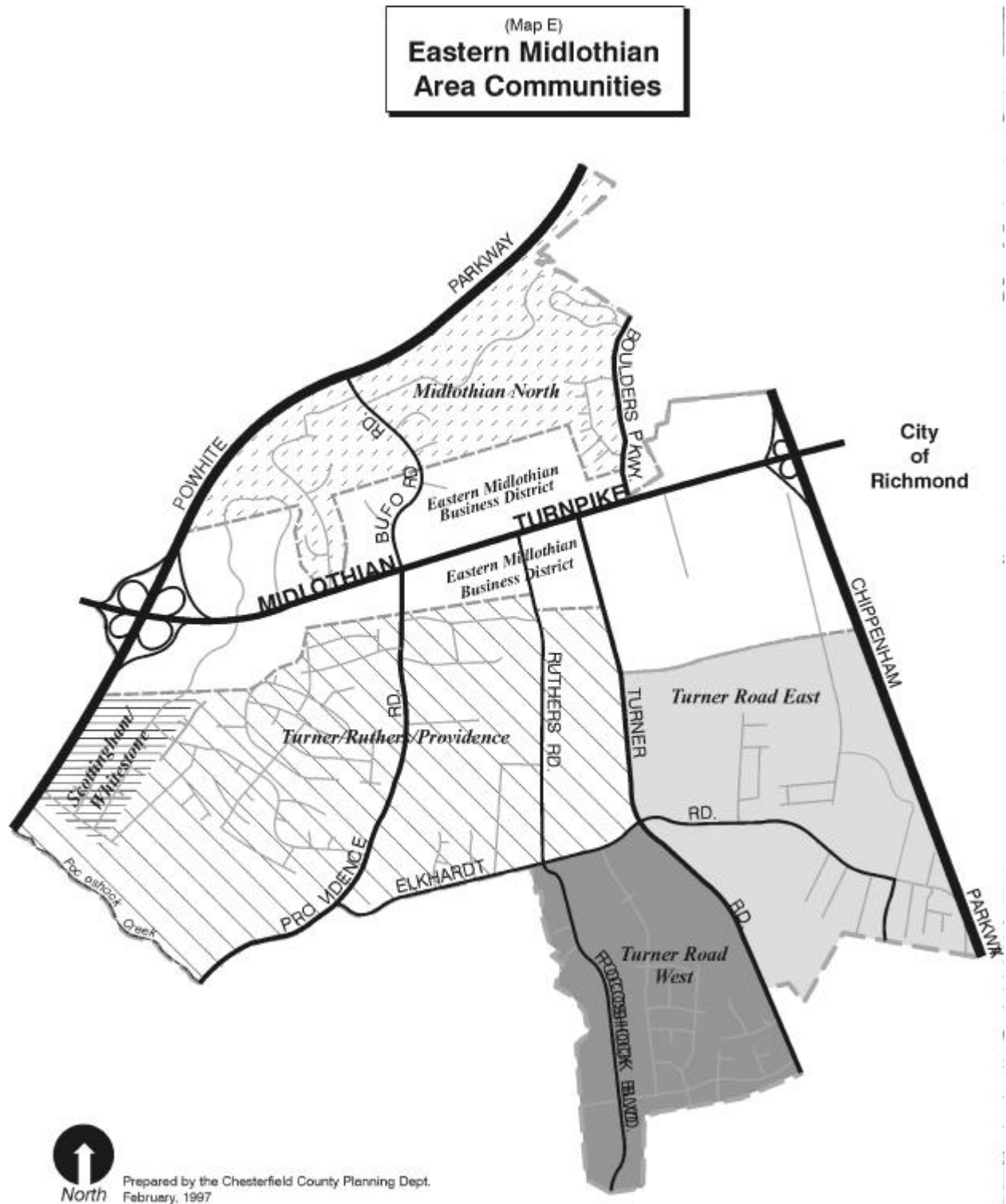
Type of Housing	Units in E. Midlothian	Percent of E. Midlothian Housing Units	Percent of County Housing Units
Single family	1775	57%	82%
Mobile Homes	85	3%	3%
Townhouse	351	11%	2%
Apartments	904	29%	13%
Total	3115	100%	100%

Source: Chesterfield County Planning Dept., 1995

- C **Multifamily Housing:** As demonstrated by Chart 3, the Eastern Midlothian area has a larger percentage of multi-family units than the County as a whole. This results from a higher percentage of both apartments and townhouses than the rest of the County. Single family homes account for 57% of housing units in Eastern Midlothian, compared to 82% County wide.
- C **Age of Housing:** According to the 1990 Census, the average date of home construction in Eastern Midlothian is 1977. Many subdivisions in the area were built over 30 years ago, and were not required to provide the same road and drainage improvements that are required today.
- C **Property Maintenance:** During the citizen participation process, many residents expressed concerns about property maintenance and code violations, both in residential and commercial areas.
- C **Housing Value:** The median housing value in the Eastern Midlothian area was \$73,069, according to the 1990 Census. This compares to a median housing value of \$87,200 County wide. Further, some residents expressed concerns during the planning process that their housing values were remaining the same or declining, rather than increasing. However, others stated that the area offered more housing value for the money.

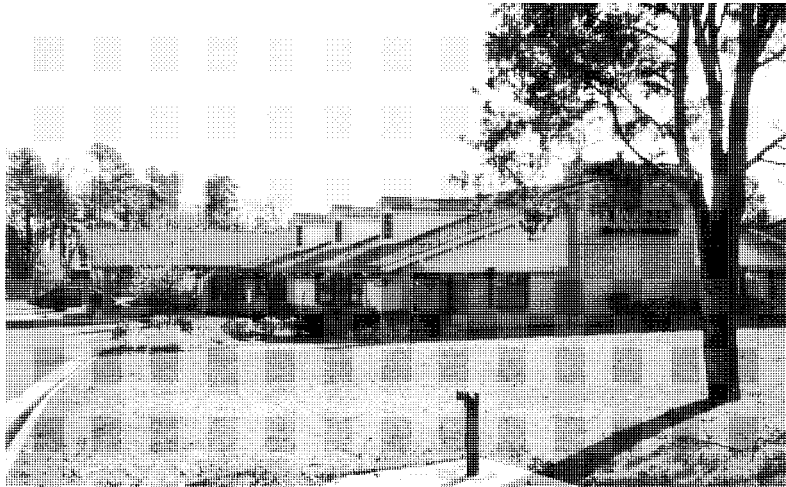
For further analysis, the Eastern Midlothian area was divided into five communities as shown on Map E. Civic organization information about the following communities was obtained from the County Office of Public Affairs's Civic Organization list, and crime watch information was obtained from the Police Department's Neighborhood Watch Program.

- C **Turner Road West:** This area is characterized by established, single family, stable neighborhoods, with potential for development along portions of Pocoshock Boulevard and Turner Road. The community has one civic organization and one neighborhood watch program.
- C **Turner Road East:** Much of this area is comprised of individual "road-stripped" lots with some small single family subdivisions at the southern end and a 210 unit apartment complex, with zoning approval for up to 600 units. There are large tracts of vacant land within the community, where future development may occur. There is one civic association and four neighborhood watches in the community.



C Turner, Ruthers and Providence:

This diverse community is chiefly comprised of subdivisions and road stripped rural lots. However, the area also contains a townhouse development and a mobile home park. A.M. Davis Elementary school, Providence Middle, and the associated sports complex are located within this community. The area has two civic organizations and three neighborhood watches.



Golden Corral is one of the many successful businesses in the Eastern Midlothian Business District.

C Scottingham and Whitestone:

Scottingham and Whitestone are two connected, interrelated, subdivisions. Residents have expressed concern about potential development of vacant land around them, through traffic, and the physical division of their neighborhood, caused by the construction of Powhite Parkway. The two subdivisions have a joint civic association and neighborhood watch.

C Midlothian North:

The area of Eastern Midlothian north of Midlothian Turnpike has much less residential development than south of Midlothian Turnpike. However, there are four subdivisions in the community and a few road stripped lots. There is also a retirement community and an apartment complex in the area. There are two civic associations in this community and one neighborhood watch.



The Virginian is a residential retirement community in the Midlothian North Community.

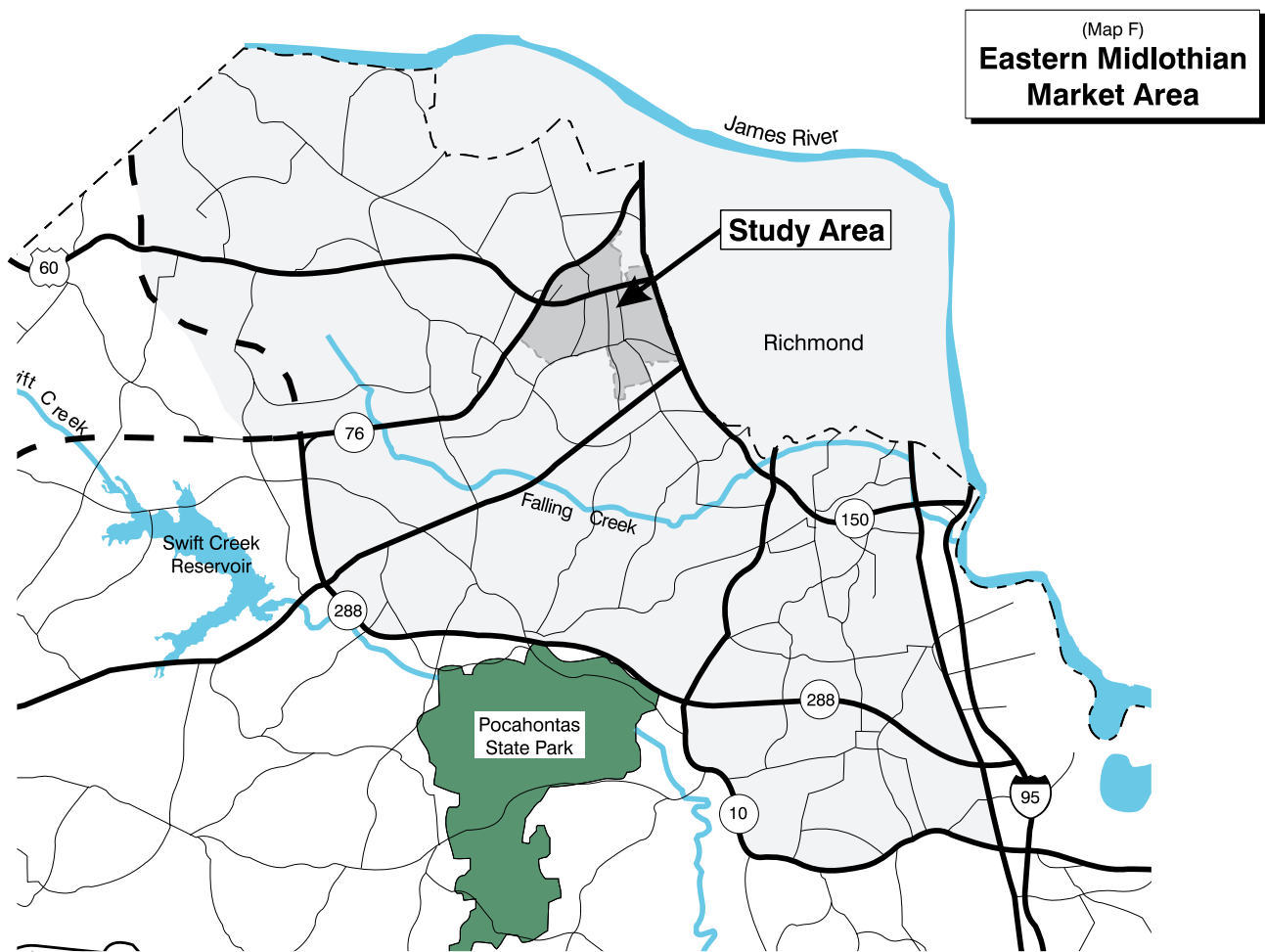
As shown by the preceding information, there are numerous civic associations in the area, however, there is the possibility for many more. Civic associations are an important part of any community; they foster a community identity, and promote stability for the community.

Economic Market Conditions

Information concerning existing economic conditions for the residential, retail, industrial, office and hotel/convention center markets can be found in "Analysis of the Potential for Activity in the Eastern Midlothian Turnpike Study Area of Chesterfield County," a 1996 consultant study commissioned by Chesterfield County. This study provides information about the demographic and economic characteristics of the Eastern Midlothian market area, shopping and spending patterns of market area residents, estimates of demand for

retail and retail related services, as well as other pertinent economic data. Further information about economic conditions in the business district was collected by staff. Key findings are as follows:

- C Stable Market Area:** The market area for the Eastern Midlothian study area is large in terms of both geography and households. It contains approximately 84,300 households with an average household income of \$54,225, and is clearly regional in scale. In 1995 the market supported 7.7 million square feet of retail and retail related services.
- C Housing Growth:** Sufficient vacant land exists within the market area to accommodate future residential development necessary to sustain the demand for retail and retail related services within the study area.



Prepared by the Chesterfield County Planning Dept.
June, 1996

- C **Tax Base Enhancement:** Given Eastern Midlothian's proximity to Chippenham and Powhite Parkways and the amount of vacant land near those interchanges, opportunities exist to diversify the tax base with employment center uses such as light industrial uses and corporate offices. Moreover, future development opportunity exists in the study area for multi-tenant industrial activity, commonly known as "flex space." An ideal location for this use in the area is in close proximity to Chippenham Parkway.
- C **Market Penetration Level:** The market analysis revealed that 45 percent of households within the market area come to Eastern Midlothian to make purchases, utilize services and conduct business. Out of those households, 30 percent come once a week or more. This reflects an effective market penetration level of 15 to 20 percent, meaning that business in the Eastern Midlothian area should target those households who come to the area, but come on an infrequent basis.
- C **Market Transition:** A transition within the market may diminish commercial/retail uses as the dominant land use within the study area. While adjustments are made to the market by the private sector, there is a period of time in which real estate values may become depressed and vacant space increases. This market condition may afford an opportunity for building activity that creates a less desirable impression in the commercial area. Space may be leased which yields a short term return, but seriously damages the long term viability of the area. Many communities consider uses such as gold exchanges, pawn shops, bail bonding, and check cashing stores to have a negative impact on other businesses. Responding to community concern, in March, 1997 the Chesterfield County Board of Supervisors adopted a Zoning Ordinance amendment requiring that bondsmen, check cashing establishments, motor vehicle consignment lots, occult sciences, indoor and outdoor flea markets, and pawnbrokers be located in a General Business (C-5) District with a Conditional Use Permit. Any of these uses at that time located in the County were rendered non-conforming by this ordinance.
- C **Cloverleaf Mall:** Constructed in 1972, with nearly 700,000 square feet of retail space offering a wide variety of retail tenants, Cloverleaf Mall anchors the eastern portion of the business district. A shift in demand for goods and services would be likely to impact retail space allocations in the area. Cloverleaf Mall may be impacted by these changes or increased competition from outside of the study area.

- C **Business Involvement:** Through the planning process, planning staff worked with leaders from the business community. These leaders have formed a business group, the Gateway Business Association, for the purpose of promoting and improving the vitality of the business environment for the area.

A PLAN FOR ACTION

I. Goals

The vision of the *Eastern Midlothian Plan* is a sustainable community with stable, healthy businesses and residential neighborhoods. The goals listed below foster the vision and establish a framework for the Plan's more specific recommendations.

- A. **Create an inviting atmosphere where people will want to work, play, shop and live.**
 - 1. Insure that the area is actually and perceptually safe and secure.
 - 2. Create a positive and unique identity.
 - 3. Cultivate a working relationship between residents, businesses and the County to improve the vitality of neighborhoods and businesses.
- B. **Strengthen neighborhoods and community in the area.**
 - 1. Increase home ownership.
 - 2. Promote a balance of housing types.
 - 3. Encourage the formation of neighborhood and community associations.
 - 4. Provide services and facilities to support neighborhoods.
- C. **Ensure Eastern Midlothian functions as an economic center for the region.**
 - 1. Promote a vital, marketable, and healthy business community.
 - 2. Foster a diversity of profitable businesses.
 - 3. Encourage investment in the area for new business development and redevelopment.
 - 4. Identify appropriate locations for employment centers.
 - 5. Ensure that the area is economically viable for businesses and residents.
- D. **Achieve harmony among land uses.**
 - 1. Mitigate impacts from incompatible or conflicting land uses.
 - 2. Encourage larger scale site planning.
 - 3. Coordinate development between adjoining parcels.
 - 4. Discourage residential development in areas planned for office, business and industrial development.

E. Provide a safe, efficient, and cost-effective transportation network.

1. Ensure proposed land uses and densities are controlled to provide a safe and efficient transportation network.
2. Limit the number and properly locate direct access to major arterials and collectors.
3. Minimize the traffic impact of non-residential development on residential neighborhoods.
4. Encourage pedestrian activity where appropriate.

F. Improve the aesthetic quality and functional design of Eastern Midlothian Turnpike.

1. Create a positive and unique visual identity.
2. Encourage businesses to replace signs that do not meet existing sign regulations with signs that do.
3. Ensure appropriate development standards are in place for new development and redevelopment.

II. Recommendations

The following recommendations are the specific actions required to carry out the *Eastern Midlothian Plan*. These recommendations, combined with the land use plan and the targeted strategies that follow, will guide the future of the Eastern Midlothian area. However, these recommendations are not enough alone; they should be carried out by cooperation between businesses, residents, and government. A specific implementation strategy follows at the end of this Plan that describes how and when each recommendation could be implemented.

A. Land Use

1. **Land Use Plan:** Use the recommendations of the land use plan to guide future decisions regarding the future use of land.
2. **Prevent Land Use Encroachments:** Do not allow residential development in non-residential areas (areas designated for light industrial, regional mixed use, or office land uses) and vice versa.
3. **Residential/Agricultural amendment:** Through the pending Residential/Agricultural Ordinance amendment to the County Zoning Ordinance, establish a new residential category that would allow residential uses on large acreage but not allow typical agricultural operations such as stock farms. Initiate a County-wide rezoning to convert existing Agricultural (A) zoned parcels located in the more urbanized parts of the County to this new category.

4. **Zoning Options:** Support proposed Zoning Ordinance changes for uses permitted by right in the C-5 zoning classification along the Eastern Midlothian corridor.

5. **Urban Design:** Work with the Gateway Business Association, the Eastern Midlothian Business Alliance, the Virginia Department of Transportation, businesses, property owners and citizens to develop design oriented solutions to:
 - a. Create a positive identity through public and private landscaping improvements.
 - b. Reduce the number of signs on Midlothian Turnpike.
 - c. Create a positive first impression at the entrance to the Eastern Midlothian business district from the east and west.
 - d. Improve the perception of safety and security.
 - e. Reduce the amount of parking exposed to the roadway.
 - f. Improve vehicle and pedestrian circulation between sites and along Midlothian Turnpike.

B. Economic Growth and Business Development

1. **Business Strategy:** Follow the recommendations of the Eastern Midlothian Corridor Business Development Strategy (starting on EM19).

C. Public Facilities and Transportation

1. **Capital Improvement Program:** Continue to use the County's *Public Facilities Plan* as the primary guide for initiating future public facility projects in the County's Capital Improvement Program.
2. **Thoroughfare Plan:** Continue to use the County's *Thoroughfare Plan* as the guide for recommendations on development proposals.
3. **Access to Major Arterials and Collectors:** Access to major arterials and collectors should be controlled. To control the number of access locations, accesses may need to be shared with adjacent properties. As new development and redevelopment occurs, adequate access separation and mitigating road improvements (to include turn lanes and pavement widening) should be provided.
4. **Pedestrian Access:** Develop a network of sidewalks and other paths, where appropriate, that provide convenient pedestrian travel

between land uses.

5. **Additional Access Off Of Chippenham Parkway:** As the area in the south west quadrant of the Chippenham Parkway/ Route 60 interchange develops/redevelops, consideration should be given to direct access to Chippenham Parkway.

uses in the future, in accordance with demand forecasts provided by the County sponsored market analysis for the area, *Analysis of the Potential for Activity in the Eastern Midlothian Turnpike Study Area of Chesterfield County*. This map will be useful as a guide for future land use decisions. Land use categories for the Plan are presented in Chart 3.

D. **Environment**

The policies currently in place are sufficient to achieve the goals of this Plan.

E. **Housing and Neighborhood Recommendations**

1. **Committee on the Future:** Carry out the neighborhood preservation strategies contained in the Chesterfield County Committee On The Future's 1995 report, *Neighborhood Preservation in Chesterfield County*. These strategies include such initiatives as establishing working partnerships among neighborhoods and government, strengthening neighborhood schools, promoting neighborhood safety, and improving public facilities in neighborhoods.
2. **Community Initiative:** Implement the recommendations of the Community Initiative for the Eastern Midlothian area (see following section).

III. The Land Use Plan







The Land Use Plan for the Eastern Midlothian area is a guide for future changes. It strives to:

- C Promote a **balance** between the needs for residential and employment growth.
- C Provide for the ongoing **economic vitality** of the area and the County by identifying areas for future employment center and business uses.
- C Protect **residential** development from encroachment by non-residential land uses and vice versa.
- C Maximize public facilities investments by encouraging **commercial/industrial development and expansion** where appropriate.
- C Provide **flexibility** for a variety of land uses.

The Land Use Plan (shown on Map G) shows the recommended future development pattern for the Eastern Midlothian area. It provides for a mix of




(Map G)
**EASTERN
 MIDLOTHIAN
 LAND USE PLAN**

LEGEND

-  Residential:
(2.51 to 4.0 D.U.A.)
-  Residential:
(7.01- 14 D.U.A.)
-  Office
-  Community Mixed Use
-  Regional Mixed Use
-  Light Industrial

Refer to the notes and Land Use Categories description contained in **Chart 3**.

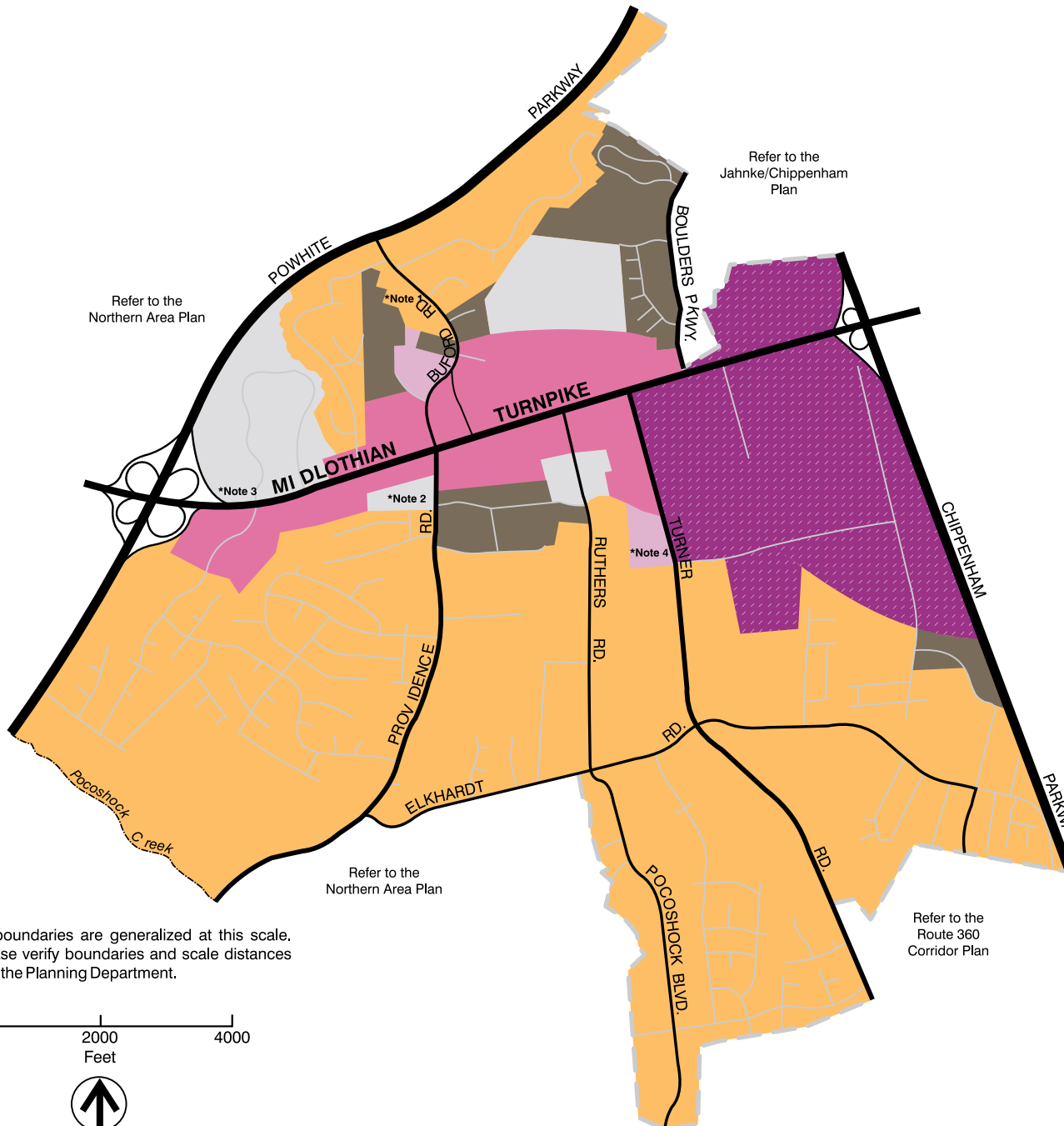
RIGHT OF WAY CLASSIFICATIONS

Existing road	Proposed road	
		70'
		90'
		120'-200'
		200'

Note: The exact right of way widths and proposed road alignments should be verified with the County Transportation Department.

Adopted by the Chesterfield County Board of Supervisors
 April 22, 1998

Prepared by the Chesterfield County Planning Department January, 1998
Last Updated: May, 2000



Note: All boundaries are generalized at this scale. Please verify boundaries and scale distances with the Planning Department.

0 2000 4000
 Feet



Chart 3

LAND USE CATEGORIES

The plan recommends the following land use categories as illustrated on Map G.

- < **Neighborhood Convenience:** (Not shown on Land Use Plan) Neighborhood oriented uses (C-1 and O-1 Districts) such as limited retail, personal services, and offices. Limited retail, personal service, and office centers should be provided within planned residential areas to attract customers from immediate neighborhoods only. Preferably, they should be planned in conjunction with new residential projects. These centers should be sited on one corner of an intersection of two collector streets or where a collector intersects with an arterial road.
- < **Residential:** 2.51-4 units/acre. 7.01-14 units/acre.
- < **Office:** Professional, business, governmental, industrial and administrative offices (O-2 Districts).
- < **Community Mixed Use:** Community-scale development (C-3 District) including shopping centers, other commercial, and office uses, not to include residential development. (See General Notes B and C)
- < **Regional Mixed Use:** (C-4 District) A mixture of integrated office, shopping center, and light industrial parks. Where appropriate, this area could include community scale mixed uses such as shopping centers, other commercial uses, or offices, not to include residential development. Regional Mixed Use areas should be designed to be compatible with surrounding residential areas. Offices, churches, or other similar uses should be located between more intense commercial or light industrial uses and surrounding residential areas to insure effective land use transitions. Uses should be planned and designed to accommodate pedestrian access. (See General Notes B and C)
- < **Light Industrial:** Limited industrial uses (I-1 district uses and some low intensity I-2 District uses) such as offices and light manufacturing dependent upon raw materials first processed elsewhere. Limited retail and service uses that are accessory to industrial uses are also appropriate when part of an integrated industrial development.

Note 1: If these residential parcels are aggregated, higher density residential, office, or other transitional uses may be appropriate.

Note 2: If these light industrial parcels are

aggregated with the community mixed use parcels to the north (adjacent to Midlothian Turnpike) to give greater depth to the northern parcels, and the development of the parcels is oriented north towards Midlothian Turnpike, then these parcels may be appropriate for community mixed uses.

Note 3: The area fronting on Midlothian Turnpike, south of the Gateway Centre project, is shown on the land use plan for light industrial uses. The Plan supports commercial uses if they are integrated and supporting to the adjacent project development, and if they are designed to enhance the appearance of the overall development.

Note 4: Under certain circumstances, office/warehouse uses may be appropriate provided such uses are designed to be perceived as office use and in a manner which could include a requirement to orient loading areas away from residential uses.

General Note:

- A. In some cases, future land use classifications are appropriate if parcels are part of a larger scale development plan that provided for an aggregation of parcels, thereby allowing sufficient land to provide appropriate buffers and land use transitions.
- B. Within the Community Mixed Use and Regional Mixed Use areas, other more intense uses may be appropriate following an evaluation of the specific site and its location with respect to surrounding uses, special design criteria and other operational conditions, so as to insure that the use will not adversely impact existing and anticipated area development.
- C. Should it later be determined under any circumstances that residential uses may be appropriate within the Community Mixed Use and Regional Mixed Use areas, then these residential uses should be of high quality and upscale design, subsidiary to and integrated within office, commercial or light industrial projects.

THE COMMUNITY INITIATIVE

A. Background

The Community Initiative is a series of strategies devoted to building community. It establishes a foundation for residents and business persons to identify their needs and priorities. Chesterfield County, community agencies and others can work together to implement the actions that must occur if visions are to become reality. The Community Initiative is an opportunity to produce real and needed change that is based upon the wisdom of the people who know their community best.

The Community Initiative endorses the concept of neighborhood wellness, which is defined as a state of livability in neighborhoods where housing is decent and safe; private yards and public spaces are well maintained; business is an integral part of the community; crime is low; public facilities are in good condition, and both residents and business owners/operators are active in neighborhood affairs. It also refers to an environment supportive of investments, both private and public, and one in which property values are protected and neighborhood character is preserved.

The Community Initiative is committed to maintaining healthy neighborhoods. Its main goals are to:

- C Create a sense of community,
- C Build neighborhood self-sufficiency,
- C Ensure the delivery of County services in a coordinated and focused manner,
- C Encourage further cooperation between residents, businesses and the County.

B. Goals and Objectives

Goals and objectives, developed from a list of community issues and priorities identified by residents and businesses at community meetings, serve as building blocks in addressing community issues and priorities.

1. **Community Identity:** Promote the identity of the Eastern Midlothian Community.
 - a. **Identity:** Develop a community identity that creates a sense of place and belonging for residents and businesses and unifies the various interests in the neighborhoods into cooperative forces for mutual satisfaction.
2. **Property Maintenance:** Preserve the Eastern Midlothian Area Community's housing and businesses. Correct property maintenance problems where needed and sustain otherwise

healthy conditions.

- a. **Preservation:** Promote housing and business preservation efforts where appropriate.
 - b. **Maintenance:** Identify areas for systematic nuisance abatement, property maintenance, and code enforcement.
3. **Community Beautification:** Enhance beautification activities in the Eastern Midlothian Area Community.
 - a. **Public/Private Activities:** Expand public and private activities to beautify the area.
4. **Public Safety:** Make neighborhoods, shopping areas, offices and other places of business safer through active resident and business involvement in crime prevention and elimination.
5. **Traffic Safety:** Improve traffic safety in the Eastern Midlothian Area.
 - a. **Network:** Provide a safe and efficient transportation network for pedestrians, cyclists, and motorists.
6. **Neighborhood Schools:** Emphasize the importance of the Eastern Midlothian neighborhood schools as a focal point in the attraction and retention of families in the community.
 - a. **Cooperation:** Encourage further cooperation between neighborhood schools, the school system, County departments, neighborhoods, and businesses to support and promote the Community Initiative.

C. Recommended Actions

The following strategies provide specific courses of action which detail how the aforementioned goals and objectives will be achieved. The residents and businesses of the Eastern Midlothian community have an important role to play in the wellness of the community, both today and in the future. They should take an active role in enhancing the Eastern Midlothian Area community. Understanding the County has limited resources, the successful implementation of this initiative ultimately depends on the commitment that residents and business people bring to making and keeping their community a good place to live and do business.

1. **Community Identity**
 - a. **Neighborhood Organizations:** Encourage the formation of neighborhood organizations

where none exist. Include residents, property owners, and businesses.

- b. **Resident Renters:** Encourage apartment dwellers, residents who rent their homes and owners of rental property to become more involved in the community process.
- c. **Community Events:** Neighborhood organizations should support a variety of community events and activities.
- d. **Real Estate/Development Community:** Educate the real estate/development community through seminars highlighting opportunities for investments.
- e. **Improvements to Public and Private Spaces:** Encourage neighborhood organizations, resident and business efforts to make physical improvements in private and public spaces that help create a sense of place in the community.

2. Property Maintenance Program

- a. **Community Standards:** Combine public information efforts with proactive code enforcement to make residents and businesses aware of specific problems which do not meet community maintenance standards, and encourage maintenance to those standards. Encourage residents and property owners to undertake self-inspection of property according to guidelines developed by the County.
- b. **Improvement:** Encourage home improvement and maintenance activities throughout the Eastern Midlothian Area Community. Develop a self-inspection property maintenance checklist for distribution and use by residents as a means of encouraging self-help clean-up activities.

3. Community Beautification

- a. **Public Facilities:** Maintain a high level of property maintenance for the Eastern Midlothian Area schools, rescue squad, and fire department, and encourage residents and businesses to help keep these facilities clean.
- b. **Tree and Flower Planting:** Encourage and support resident and business self-help activities to beautify public and private properties through tree and flower planting activities.

4. Public Safety: Support and expand residential

and business community crime prevention and community policing programs, initiatives and activities in the Eastern Midlothian area.

- a. **Neighborhoods:** Enhance existing citizen participation in current Neighborhood Watch and other crime prevention programs. Empower residents to address crime problems, issues and concerns within their individual communities. Enhance police and resident cooperation, support and problem solving abilities. Evaluate individual communities for their need and potential for community policing programs.
- b. **Business Community:** Support and enhance the existing community policing program for the businesses along the Eastern Midlothian corridor. Continue support and participation in established business organizations addressing issues that confront the Eastern Midlothian corridor area. Establish a community policing office at Cloverleaf Mall to serve the residents, businesses and users of the area.

- c. **Crime Prevention Through Environmental Design (CPTED) Principles:** Apply CPTED principles through the proper design and effective use of the built environment, leading to a reduction in the fear and incidence of crime. The following CPTED principles could be applied in the Eastern Midlothian corridor:

- 1) Natural surveillance opportunities.
 - a) Maximizing visibility onto and from the site.
 - b) Providing opportunities for people and activities that maximize surveillance opportunities.
- 2) Natural access control opportunities.
 - a) Limiting and controlling citizen's use of a site. This includes access onto and from the site, as well as between certain areas of the site.
 - b) Identifying specific activity areas within the site.
- 3) Territorial reinforcement opportunities.
 - a) Delineation of ownership on the site.
 - b) Definition of use on the site.

5. Traffic Safety

- a. **Traffic Safety:** Residents and businesses should be encouraged to promptly report traffic safety problems, and speeding checkpoints should be rotated to discourage speeding where appropriate.

6. Community Schools

- a. **Training School Staff:** Include community involvement training as part of the school staff development.
- b. **Adopt a School:** Expand the “Adopt-a-School” programs and other in-kind programs.
- c. **Provide Information:** Circulate information to the community about neighborhood schools.
- d. **Funding:** Ensure that the Community Initiative schools receive the necessary funding and resources to make and keep them competitive with newer County schools.

7. County Organization

- a. **Team Approach:** Teamwork and County Departmental cooperation is imperative to the success of the Eastern Midlothian Area Community Initiative.
 - 1) **Code Compliance:** Self Inspection Approach: A cross departmental team of County departments responsible for code enforcement should undertake a proactive code enforcement program including education and the development of a self-inspection approach.
- b. **Planning Department:** The Planning Department should do the following activities in support of the Eastern Midlothian Community Initiative.
 - 1) **Coordination:** Provide coordination and evaluation of the Community Initiative by adding the effort to the Planning Department’s Work Program.
 - 2) **Neighborhood Associations:** Assist the neighborhoods of the Eastern Midlothian Area Community Initiative in their desire to organize neighborhood associations.

THE EASTERN MIDLOTHIAN CORRIDOR BUSINESS DEVELOPMENT STRATEGY

A. Background

Historically, the Eastern Midlothian Turnpike corridor has functioned as a multi-use area offering the opportunity to do business, shop and be entertained. This business development strategy is a tool to help maintain this course. Because no single initiative can successfully operate in a vacuum, all activities focusing on economic activity in the Eastern Midlothian corridor should fit into an overall strategy, based on existing private and public sector support. The strategy should incorporate many available resources into its implementation. Because of the huge private sector investment made along the Eastern Midlothian corridor, area businesses and property owners should take the lead in implementing this strategy.

Economic growth is essential to the vitality of every community, influencing decisions citizens, business and property owners make about where to invest. Presently serving a large regional market composed of much of Chesterfield County and Richmond, the area encompassed by this business strategy offers great opportunity for future business development, expansion and diversification. While retailing will continue to be a primary land use, the opportunity exists for additional office and light industrial/flex space activity in the area, taking advantage of an established transportation network.

B. The Eastern Midlothian Business Alliance

The future of the Eastern Midlothian area is more closely tied to private investment and market forces than to the actions of government. Therefore, the role that private citizens, businesses and property owners play in this business development strategy is absolutely critical to its success.

Implementation of this strategy will require great organizational and managerial capacities. Clearly, Chesterfield County needs to call on the vigorous leadership, professional and managerial talent, and investment assistance of the private sector. The first steps have already been taken by the formation of the Gateway Business Association. Now, a more comprehensive structure of intergovernmental and private business and civic leaders is required. It is recommended that a representative group of civic leaders and business people work closely to form the Eastern Midlothian Business Alliance.

1. Business Alliance Objectives

The Eastern Midlothian Business Alliance is one that requires staying power; immediate successes are not as important as sustained accomplishments of long term objectives. More specific implementation of the strategy will be subject to continuous modifications of projects and budgets. However, strong and consistently supported community objectives for the Eastern Midlothian Business Alliance will be an important test of the credibility of public and civic commitment. Based on the evaluation of present market prospects and physical development opportunities, the following are basic objectives to guide the alliance.

- a. **Maximize Private Investment:** Attract maximum feasible new private investment in offices, flex space/light industrial, retail, and other commercial facilities and businesses. Success in achieving this can be measured in:
 - 1) New development investments and jobs created.
 - 2) Existing businesses retained, expanded or improved.
 - 4) New businesses formed or located.
 - 5) Increased profits for existing property owners and businesses.
 - 6) Increased property assessments.
- b. **Avoid Deterioration Through Productive Use of Land and Buildings:** Use a suitable mix of building preservation, rehabilitation with adaptive re-uses, and redevelopment to gain the most effective use of land and building resources consistent with available market demand and supportable public improvements. Vacant and under-used land, often held in fragmented ownership, has an economic blighting effect and serves neither public nor private purposes. Such under-use or disuse of land should be discouraged by various actions, including acquisition for immediate redevelopment, land-pooling, and/or interim use until markets support the ultimate re-use potential. Success in achieving this goal can be measured in terms of:
 - 1) Property transactions for early improvement purposes.
 - 2) Elimination and/or re-use of disused or vacant premises.
 - 3) Level of rehabilitation completions.
 - 4) Numbers of obsolete and deteriorated structures cleared.

- c. **Promote Strategic Public Investment:** Work with the County through promoting limited public projects leveraged with private investment. A varied range of public funding sources should be used to provide public improvements and other incentives to attract private investment. Focus public funds to key projects which cannot be accomplished solely with private financing. Success in achieving this goal will be measured by the County's ability to expand, rather than reduce, the quality of county services without increasing tax rates.

2. Fundamental Principles of The Eastern Midlothian Business Alliance

Some of the fundamental principles and assumptions underlying the creation of this alliance structure are as follows:

- a. **Business Commitment:** The interest of business leaders and developers to prevent a deterioration of Eastern Midlothian must be followed with broad-based private sector commitments of time, dollars and political support. This must be the primary engine driving this initiative.
- b. **Organization:** There must be one key, permanent and professionally staffed development organization exclusively devoted to execution of this strategy to deal in a unified manner with major project developers, private investors and civic participants. Business has a great stake in the future of the corridor, and this organization should be primarily privately funded and operated in order to give it maximum flexibility to carry out its mission. Privately funded organizations have more financial options, have fewer hiring constraints, and can react quicker to market driven changes than government, because of government's greater public responsibilities.
- c. **County Support:** Chesterfield County staff will need to work closely with the Business Alliance, and must be dedicated to using all of the tools at their disposal to improve the Eastern Midlothian area. The County should play a key development role by using its legal, administrative, and financial capacities to help strengthen the Eastern Midlothian corridor.
- d. **Coordination With The Gateway Business Association:** The objectives of the Eastern Midlothian Business Alliance should complement and be closely

coordinated with those of the Gateway Business Association. As the Business Alliance takes on the broad strategic role of promoting business development and investment, the Gateway Business Association can continue to focus on specific marketing and improvement strategies.

3. Business Alliance Structure

- a. **Business Professional:** Key to the realization of the Alliance's coordination capacity will be the employment of a successful high level development professional. The alliance should handle the following functions:

- 1) Project planning and feasibility analysis
- 2) Project investment packaging
- 3) Project management
- 4) Land assembly and clearance
- 5) Land disposition, developer agreements, and developer assistance
- 6) Coordination and expediting of public actions in support of private development
- 7) Financial management and investor services
- 8) Identify new and additional approaches

- b. **County Role:** The Eastern Midlothian Alliance will draw on substantial professional staff leadership and technical personnel available from departments of County Government. County staff would be pooled for the purposes of providing, where appropriate, advice and/or assistance in the following areas:

- 1) County representation in developer negotiations
- 2) Public land acquisition
- 3) Documentation of blight and preparation of formal redevelopment plans
- 4) Grant applications and administration
- 5) Review of planning and development recommendations and funding sources
- 6) Zoning administration
- 7) Capital budget/program planning

C. Other Recommended Business Strategy Actions

A number of important actions will be necessary following the adoption of the *Eastern Midlothian Plan*, requiring close cooperation between Chesterfield County, the Eastern Midlothian Business Alliance and the Gateway Business Association. This Business Development Strategy

must be translated into specific management provisions and fiscal program commitments, and provide a carefully documented legal basis for applying County powers of preservation and redevelopment.

The following action steps offer a generalized way of defining County policies and priorities to help private initiatives while avoiding preconceived or restrictively detailed plans that could inhibit spontaneous private plans. Each category of action combines a coordinated range of different types of tools, powers, and resources that could be made available.

1. Action Steps

Action steps describe a series of specific initiatives that the County and the Eastern Midlothian Business Alliance can use to implement the overall strategy. In general, each action step outlines the proposed tool and identifies who is responsible for specific decisions and expenses.

- a. **Land Assembly Tools:** Development projects and public improvements generally require parcels of land that are larger than those currently held by one individual or group of individuals. The Eastern Midlothian Business Alliance or other private entities should act in a coordinated manner to bring scattered parcels under one ownership or control. Public-private land assembly may take various forms, including:

- 1) **Land Pooling:** A number of private property owners jointly offer their property for sale or for investment in a project venture.
- 2) **Land Banking:** Organizations purchase options or purchase properties for later resale for development of an assembled parcel;
- 3) **Private Land Assembly:** Conducted by individuals or organizations through cash purchase, trade, purchase of options on privately or publicly owned land.

- b. **Zoning Tools:** Use the rezoning process to support revitalization.

- 1) **Rezoning:** The County Board of Supervisors should initiate commercial rezonings for property that complies with the Eastern Midlothian Plan, in order to stimulate appropriate development.
- 2) **Flexible Zoning:** Grant zoning

variances, conditional uses, and special exceptions to the Zoning Ordinance where necessary to allow innovative uses or development, but not lower quality development standards.

- c. **Selective Clearance of Blighted Buildings:** Where building vacancies have created a blighting influence on adjacent properties, the Alliance and the County should work together to remove them. Further, where existing buildings have prevented the redevelopment of parcels because of the cost associated with removal or redevelopment of existing structures, the Alliance should work to have them removed in order to redevelop the property.
- d. **Design:** The Eastern Midlothian Business Alliance and Gateway Business Association should work to address design issues in the Eastern Midlothian Corridor.
- e. **Project Development Incentives:** Large-scale development hinges on attracting major private investments to desired sites. Possible incentives are covered elsewhere under land assembly, zoning, and capital improvements. Focus public funds to key projects which cannot be accomplished solely with private financing. For such actions to be successful, they will need to be brought together through a) comprehensive public incentive planning; b) direct matching of private investment with public commitments; c) funding support for preliminary planning and pre-feasibility studies; d) developer designation for key projects; and e) formation of project-specific partnerships.
- f. **Capital Improvements:** Targeted public capital improvements can lead and direct private investments. The Eastern Midlothian Alliance should work, where possible, to effectively leverage County capital improvements, focusing on: streetscape, roads, utility and drainage improvements which improve the competitiveness of Eastern Midlothian sites and reduce developer costs.
- g. **Explore New State Enterprise Zone Options:** Recently adopted state legislation concerning local enterprise zone taxation programs could provide additional development tools for the Eastern Midlothian Turnpike corridor.

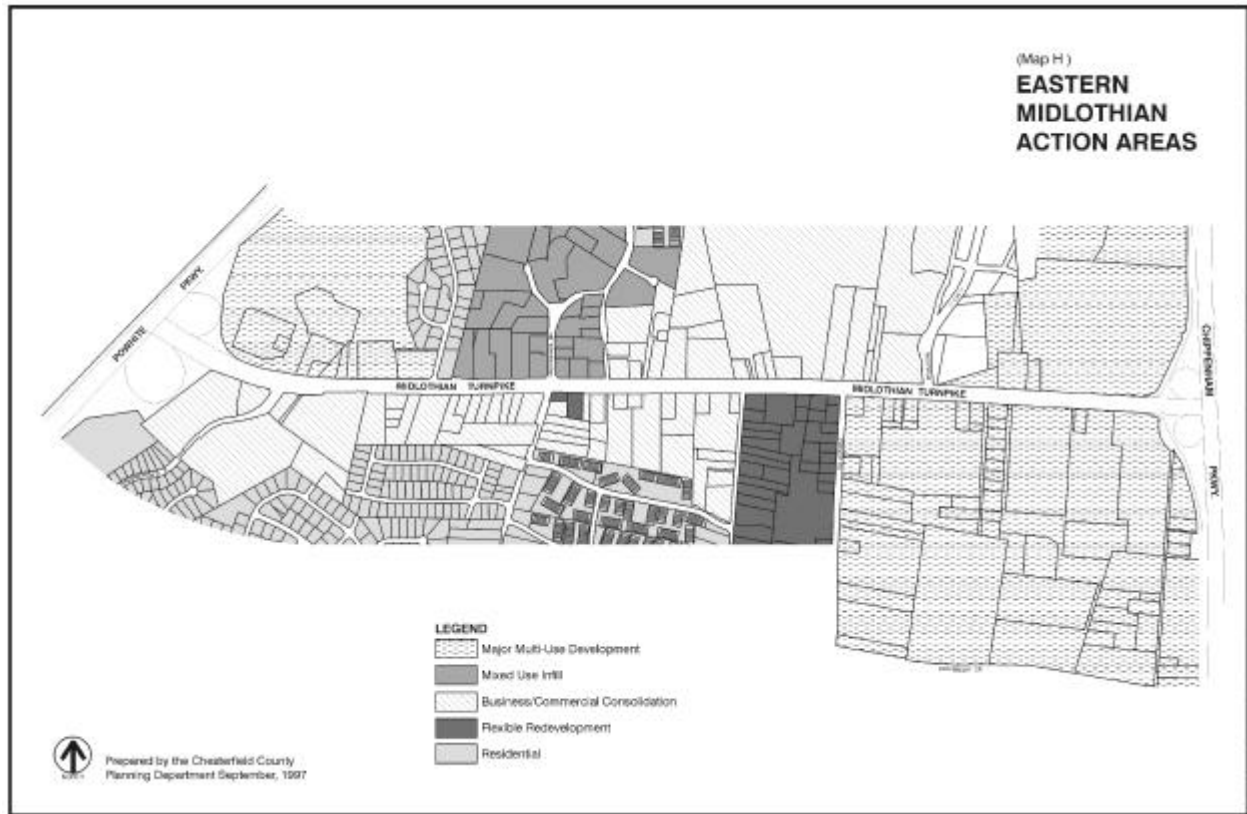
2. Action Areas

Action areas highlight geographic areas appropriate for different action steps. These action areas involve and address the different sets of conditions found within the Eastern Midlothian area and provide support for achieving Strategy objectives, including the following:

- C Major multi-use redevelopment
- C Mixed use infill and rehabilitation
- C Business and commercial consolidation
- C Commercial district consolidation

Map H illustrates the boundaries of each type of area. Some of the action steps are appropriate in several non-contiguous areas, while others are appropriate in only one section. A summary rationale for each designation follows.

- C **Major Multi-use Development:** Encourage large-scale retail, office, and industrial flex space projects in these areas. Other rehabilitation and re-use projects may be included if they do not limit larger-scale development options. Public incentives may be major and include direct assistance in private ventures, rezonings, landscaping, road and utility improvements and limited publicly assisted land acquisition for major projects.
- C **Mixed-Use Infill:** Combine rehabilitation and re-use of existing quality buildings with selective demolition and redevelopment of vacant or underutilized properties. Design standards and effective design review procedures can assist greatly in attaining the desired small-scale/mixed use character of development in this area. Supportive actions include pedestrian walk ways and landscaping treatments.
- C **Business/Commercial Consolidation:** Encourage the retention and upgrading of existing businesses, selective clearance of vacant or underutilized structures, and infill with compatible new development. Public/private sector incentives may include landscaping treatments and small scale improvements to existing buildings.
- C **Flexible Redevelopment:** Attract new high quality uses by emphasizing adaptive reuse of existing buildings, landscaping, clearance, land assembly and facade rehabilitation. Emphasize provision of landscaping.



D. *Implementation*

These are the steps that will take this strategy from an idea on paper to a reality.

1. The Chesterfield County Board of Supervisors adopts *Eastern Midlothian Plan* and related ordinance amendments.
2. The Eastern Midlothian Business Alliance structure is formed, funded, and staffed.
3. New initiatives are developed by the Gateway Business Association.
4. In the next decade, market and private investment trends in the Eastern Midlothian area will require an accumulation of private initiatives from every quarter, not only from developers, but from many of the following sectors:
 - a. Individual property owners who decide to invest, sell, or lease properties;
 - b. Lending institutions;
 - c. Small and medium businesses thinking of an Eastern Midlothian location and seeking space in an existing, rehabilitated, or newly built structure;
 - d. Major companies seeking to procure new buildings;
 - e. Others considering expansion options in the Eastern Midlothian area;
 - f. Investors considering new and unique ventures;
 - g. Existing or new neighborhood associations undertaking self-help initiatives in the residential areas.